IDA

INSTITUTE FOR DEFENSE ANALYSES

New Global Missions for Strategic Command

David R. Graham, Study Director

Richard A. Adams   Gregory N. Larsen
Thomas L. Allen   Peter S. Liou
William J. Barlow   John R. Shea
William Fedorochko   Edwin B. Stear
Wade P. Hinkle   Victor A. Utgoff

New Global Missions for Strategic Command

David R. Graham, Study Director

Richard A. Adams   Gregory N. Larsen
Thomas L. Allen   Peter S. Liou
William J. Barlow   John R. Shea
William Fedorochko   Edwin B. Stear
Wade P. Hinkle   Victor A. Utgoff

PREFACE

The Institute for Defense Analyses prepared this report in fulfillment of the task order, "Evaluation of Unassigned Missions," for the Strategic Plans and Policy Directorate (J-5) of the Joint Staff. RADM Robert Hilton, USN (ret.) and Dr. Rob Mahoney reviewed the document.

IDA's work was done in support of a Joint-Staff review. The officers leading this review were:

CAPT Doug McClain, USN	Lead, Joint Staff Emerging Missions Review
Col Mark Bucknam, USAF	Chairman, C4ISR Working Group
Col Darrell Herriges, USAF	Chairman, Missile Defense Working Group
CAPT David Jones, USN	Chairman, Global Strike Working Group
CAPT Marc Thomas, USN	Chairman, Information Operations Working Group
LtCol. Alan Mangan, USMC	IDA Liaison

CONTENTS

SUMMARY

Although the United States is the pre-eminent military power today, we must continue to adapt as potential adversaries create the means to undermine traditional U.S military strengths, and to threaten our forces and citizens, at home and abroad.

Fundamentally, new operational concepts and capabilities are needed to win the war on terrorism, counter the proliferation of weapons of mass destruction, and thwart possible cyber attacks. We need decision-making superiority over even the most innovative and agile opponents, and superior decision-making needs to be coupled with the ability to employ all sources of national power, flexibly and expeditiously.

Where *joint military* operations was the vision of the Goldwater-Nichols reforms to meet the security challenges of the 1980s and 1990s, *transformation* is the concept that embraces the broader integration that is needed today. Transformation entails the integration of concepts of operations, mission architectures, rules of engagement, and command relationships across traditional organizational boundaries, including the Services, the Defense Agencies, the Intelligence Community, and the Combatant Commands. Advances in interoperable systems will be the glue – providing a nexus where information is acquired; intelligence synthesized; planning and effects-based targeting coordinated; decisions supported; and operations orchestrated.

As an essential step in this transformation, this paper proposes to assign the new Strategic Command the responsibility for four emerging, global mission areas: missile defense, information operations, "global strike," and the global aspects of C4ISR. In assigning these missions to Strategic Command, the Secretary of Defense will be establishing the military command authority necessary to lead the DoD and Intelligence Community efforts to achieve the needed levels of integration and interoperability.

The importance and difficulty of this assignment are enormous. The focus of this White Paper is on the external decisions that will be needed to provide the Command with a clear mission, and the authority, resources, and organizational support necessary to perform the mission. Internal organizational matters are not dealt with, as these are within the purview of the Command.

**New Global Missions for
Strategic Command**

Institute for Defense Analyses
September 27, 2002

A new Strategic Command will commence operations on October 1, 2002, with
responsibility for the combined missions of the current STRATCOM and SPACECOM.[1]
This action establishes a globally oriented command that is capable of performing a wide
array of global combatant missions, and of providing stronger global support for regional
Combatant Command missions.

During the summer of 2002, the Joint Staff reviewed several emerging and currently
unassigned global mission areas to consider the merits of assigning them to the new
Strategic Command. The Institute for Defense Analyses supported this review, providing
experience in the subject mission areas, and offering independent views on appropriate
mission assignments, functions, and organizational relationships.

This review concludes that the new Strategic Command offers a logical home for emerging
and currently unassigned global missions, including missile defense, information
operations, and "global strike." Global C4ISR capabilities necessary for these global
missions, and for providing support to Regional Commanders, also should be assigned as a
mission to the new Strategic Command. These areas – which address emerging trans-
national threats, such as terrorism, the proliferation of WMD weapons and delivery
methods, and cyber warfare – require more globally oriented, cohesive, and responsive
military capabilities than are provided by the existing U.S. military command structure.

This paper summarizes IDA's recommendations to the Joint Staff working groups. It
presents the proposed language for assigning these mission areas to Strategic Command. It
also recommends several additional external decisions that will be needed to provide the

---

[1] Missions currently assigned to USSTRATCOM and USSPACECOM are as follows:

• Assigned to STRATCOM
  – Strategic nuclear planning and execution
  – Supporting surveillance/intelligence
  – Special planning, command and control, and support to regional combatant commands (except EUCOM)
• Assigned to SPACECOM
  – Space control
  – Force application
  – Space support
  – Force enhancement
  – Computer network defense and attack
  – Planning for National Missile Defense.

Command with the resources and organizational support necessary to perform these assigned missions. Internal organizational matters are not dealt with, as these are within the purview of the Combatant Commander. In sum, the paper presents IDA's recommendations relating to:

- Defining the mission
- Establishing essential authorities
- Establishing essential organizational relationships
- Providing adequate resources.

Some of the specific recommendations presented here have not yet been acted upon within the government; these relate mainly to the assignment of component organizations to the new Strategic Command. Such cases are noted in the text.

Transformation[2]

Transformation is the concept embodying the fundamentally new capabilities needed to support the U.S. military strategy for information dominance, decision-making superiority, and responsive strike. It calls for the integration of concepts of operations, mission architectures, rules of engagement, and command relationships across traditional organizational boundaries, including the Services, the Defense Agencies, the Intelligence Community, and the Combatant Commands. Interoperable command and control systems will provide the nexus where information collection is coordinated; intelligence is synthesized; assessments, planning, and targeting are conducted; decisions are made; and strike operations are orchestrated. Assigning responsibility for emerging global missions to Strategic Command gives this Command leadership responsibilities for developing these transformational capabilities.

The major mission elements that require integration are identified in Figure 1. Included is a responsive capability to plan for and task global and regional intelligence, surveillance, and reconnaissance. Significant advances will be needed to achieve the necessary coordination and timeliness of information collection and dissemination activities in support of global and regional missions. Working in collaboration with the Regional Commanders, Strategic Command can provide a center of gravity and leadership for the planning and execution of purposeful ISR campaigns in support of national objectives, such as the current campaign to locate and root out terrorist networks.

---

[2] Secretary Rumsfeld defines transformation in terms of six goals: 1. To protect the U.S. homeland and our bases overseas; 2. to project and sustain power in distant theaters; 3. to deny our enemies sanctuary, making sure they know that no corner of the world is remote enough, no mountain high enough, no cave or bunker deep enough, no SUV fast enough to protect them from our reach; 4. to protect our information networks from attack; 5. to use information technology to link up different kinds of U.S forces so they can fight jointly; and 6. to maintain unhindered access to space, and protect our space capabilities from enemy attack. See: Donald Rumsfeld, "Transforming the Military," *Foreign Affairs*, May/June 2002, pg 20.

The Joint Requirements Oversight Council defines transformation as: new and or innovative combinations of operational concepts and capabilities within US joint forces that provide competitive advantages and fundamentally shift, change, or render ineffective previous ways of warfare and situation resolution.
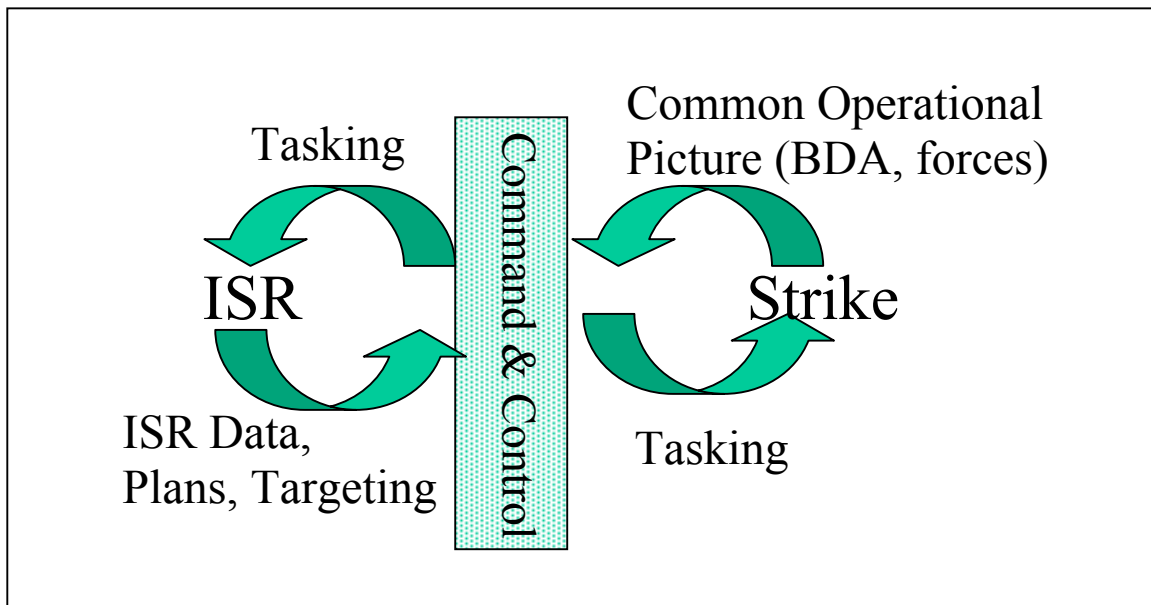
Figure 1. Integrated Mission Architecture

Strategic Command also will be responsible for improving collaboration in intelligence assessments, planning, and targeting. Many of today's fragmented assessment, planning, and targeting cells can be consolidated under Strategic Command to support global and regional missions.

Integration also entails establishing cohesive concepts of operations and rules of engagement to orchestrate the use of force across the spectrum of conventional, IO, and nuclear capabilities in support of global missions.

Care will be needed to define the roles of Strategic Command and the Regional Combatant Commands within this integrated architecture. The relationship between the Strategic Command and the Regional Commands will be based on the successful model established for the Special Operations Command, in which SOCOM has developed effective collaborative working arrangements with the Regional Commands. As a general principle, regional commands will maintain operational command over any assets to be employed in their area of responsibility. When operating within an integrated mission framework, however, their employment will be more precise, flexible, and timely than is possible today.

In sum, assigning Strategic Command these emerging global missions conveys operational responsibilities for countering emerging threats, and it also conveys a deeper responsibility for transforming the military. Establishing the necessary degree of integration and interoperability is an enormous task, requiring the combined efforts of the Military Departments, Combatant Commands, Defense Agencies, and the Intelligence Community.

The consolidation of these missions under a single Command is a necessary action that provides essential military leadership for both of these operational and transformational responsibilities. The timing is right: the need to transform U.S. capabilities has been driven home by the terrorist attacks of September 11, 2002, and the lessons learned in the ongoing War on Terrorism.

Strategic Command can succeed with these new missions, and in so doing make major strides in transforming U.S. forces. To do so, it must be provided a clear mandate and the necessary authority and resources. The remainder of this paper summarizes the actions that will be needed.

Global Missions

A prerequisite for empowering the new Command is a set of clear descriptions of the assigned missions. These assignments are summarized below, and detailed in Table 1.

- Global Strike is the integrated and highly responsive capability to plan for and execute rapid strikes at global range against strategic targets.

  Strategic Command is responsible for creating the concepts, architectures, and capabilities that will support this emerging mission. The initial focus of Strategic Command will be on establishing the needed intelligence fusion, assessment, effects-based targeting, and command and control capabilities. As a general principle, the Regional Commands will continue to command any strike operations that may be tasked to support this mission. As new strike capabilities – such as Conventional ICBMs, strike capabilities from space, or Conventional Strategic Submarines – are developed, decisions will need to be made as to whether and under what conditions these strike capabilities should be assigned to Strategic Command or to a Regional Command.

- Information Operations comprises five functional core areas: global computer network operations (defense and attack), electronic warfare, PSYOPs, OPSEC, and military deception.

  Strategic Command will provide the needed focal point, which today is lacking, for integrating and coordinating information operations that cross geographic Regional Commands and cross core IO areas. In this role, it will support the Regional Commanders in their operational planning, and will serve as the global coordinating authority for the many regional and global capabilities that support the execution of information operations. In the area of computer network attack, Strategic Command should be given greater authority over the scarce Computer Network Attack (CAN) resources in order to achieve the needed unity of effort across all Combatant Commands. This assignment is consistent with and supports the STRATCOM mission of global strike discussed above.
  .

The specific responsibilities for developing and providing PSYOPS forces should remain with the Special Operations Command, because this mission has proven to be an effective fit with that Command's overall mission. SOCOM will continue to assist Regional Commanders with their operational planning for PSYOPS, and will act as the proponent for developing needed PSYOPS capabilities. STRATCOM should be assigned as the coordinating authority for PSYOPS having global or trans-regional consequences across Combatant Commands' areas of responsibility. In all IO core areas, Strategic Command will foster the development of needed new capabilities.

- Missile Defense comprises active and passive defenses, integrated global strike of adversary missile launch and weapon capabilities, and supporting battle management command and control.

  Strategic Command will plan, coordinate, and integrate operations and foster the development of a layered global missile defense. The goal is to establish integrated capabilities that will address ballistic missiles of all ranges, in order to defend the U.S., its deployed forces, friends, and allies. Strategic Command will have unique force development responsibilities in this mission area: careful planning, combined with an intensive program of mission rehearsals and exercises, will be needed to create the tightly coupled concepts of operations, command relationships, and rules of engagement necessary to forge sufficiently responsive battle management capabilities.

- Command, Control, Communications, and Computers & Intelligence, Surveillance, and Reconnaissance (C4ISR) comprise the supporting capabilities necessary for Strategic Command's global missions, as well as support to Regional Combatant Commanders. Three separate areas form the basis for decision-making superiority: global network operations, Intelligence, Surveillance and Reconnaissance (ISR) activities, and command and control services. These capabilities provide the means to integrate, synchronize, coordinate, assess, and convey information. They also provide the basis for tasking and coordinating the employment of force.

  Strategic Command is responsible for creating and operating the C4ISR systems that are adequately comprehensive, responsive, and reliable to support global missions and to provide integrated global support to the Regional Commanders.

Table 1. Missions and Roles Assigned

Strategic Command has no geographic AOR for normal operations and will not exercise those functions of command associated with area responsibility. When USSTRATCOM's assigned forces are deployed in a geographic Combatant Commander's AOR, they will remain assigned to and under the control of USSTRATCOM, unless otherwise directed by the Secretary of Defense. Responsibilities will include:

a. NUCLEAR: Maintaining primary responsibility among the Combatant Commanders for strategic nuclear forces to support the national objective of strategic deterrence.

b. SPACE: Maintaining primary responsibility among the Combatant Commanders for space-based capabilities.

c. Employing assigned and attached forces, as directed.

d. "GLOBAL STRIKE:" Providing integrated global strike planning and command and control support to deliver rapid, extended range, precision kinetic (nuclear and conventional) and non-kinetic (elements of space and information operations) effects in support of theater and national objectives.

e. Providing support to other Combatant Commanders, as directed.

f. Exercising command and control of global strike missions, if directed to do so by the President or the Secretary of Defense.

g. MISSILE DEFENSE: Planning, coordinating, and integrating global missile defense operations, and developing requirements for integrated missile defense, and space-based support for missile defense to include:

   • Coordinating overall MD support to Combatant Commanders through an integrated concept of operations, architectures, requirements, plans, rules of engagement, and operations.

   • Planning and execution of global strike capabilities in support of Combatant Commander's MD operations.

   • Providing integrated tactical warning and attack assessment of missile and air attacks on CONUS and Alaska (should NORAD/NORTHCOM be unable to accomplish the assessment mission as required).

   • Providing warning of missile attack to other Combatant Commanders.

   • Advocating missile defense and missile warning requirements of all Combatant Commanders, including the battle management command, control, communications, and intelligence system (BMC3I), architecture, and developing the missile defense concept of operations (CONOPS).

h. INFORMATION OPERATIONS: Maintaining primary responsibility among Combatant Commanders for information operations, to include:

   • Integrating and coordinating DoD information operations that cross geographic areas of responsibility and across core information operations capabilities (to include computer network attack, computer network defense, electronic warfare, psychological operations, operations security, and military deception).

   • Supporting other Combatant Commanders for the planning of information operations.

   • Planning and conducting strategic information operations (Information operations that have trans-regional effects or have National Strategic consequences).

   • Exercising command of selected information operations missions, if directed to do so by the President and Secretary of Defense.

   • Identifying requirements for, planning for, and directing computer network defense.

   • Identifying requirements for computer network attack, conducting computer network attack in support of strategic information operations, and providing computer network attack capabilities in support of other Combatant Commanders, as directed.

- Planning for and conducting electronic warfare in support of assigned missions, and identifying requirements for joint electronic warfare.
- Supporting other Combatant Commanders for the planning and integration of joint operations security and military deception.

I. C4ISR:[3] Responsibility for the command, control, communications, computer, intelligence, surveillance, and reconnaissance capabilities necessary to realize the new strategic triad, including:

- Planning, integrating and coordinating intelligence, surveillance, and reconnaissance (ISR) in support of strategic and global operations, as directed.
- Tasking and coordinating command, control, communications, computers, intelligence, surveillance, and reconnaissance (C4ISR) capabilities in support of strategic force employment, to include global strike, missile defense, and associated planning
- *Assuming primary responsibility within DoD for ISR in support of developing targets related to weapons of mass destruction (WMD), hard and deeply buried targets (HDBT), space control, and others, as directed*
- *In coordination with Combatant Commanders, Services, and Agencies, conducting network operations to support DoD operations and U.S. forces worldwide.*

Success of the Strategic Command in performing these new missions will require that the Command be provided authority and resources commensurate with the added responsibilities.[4] In each of the mission areas, this paper recommends the authorities and resources required. In the following three sections, the Command responsibilities and authorities are summarized for three areas: operations, strategic planning and policy, and force development.

The assignment of the emerging missions will create significant new demands on the Strategic Command at the same time that all of DoD's Combatant Commands will be reducing staffs in response to the DoD-wide mandated 15 percent headquarters reduction. Strategic Command can meet its new responsibilities only if adequate consideration is given to ensuring effective supporting relationships are established and maintained. It is critically important to establish, from the outset, the essential organizational relationships needed to ensure the success of the new Command.

---

[3] IDA recommended the third and fourth (italicized) C4ISR mission elements for assignment to Strategic Command. These recommendations have not been incorporated in the Joint Staff working group recommendation.

[4] Over the past few years, a number of complex new missions have emerged. Some have been assigned without the resources needed to meet mission demands. Examples are homeland defense assigned to Joint Forces Command, and computer network operations assigned to SPACECOM. This practice virtually guarantees unsatisfactory results. Additional new missions have not yet been assigned and the planning and preparation for those missions, such as missile defense, need the attention of a Combatant Command.

Operational Responsibilities

Military operations are the heart of Strategic Command's duties. Table 2 summarizes the associated responsibilities. Under the unified U.S. military command system, the Strategic Command will be responsible to inform and respond to the President and Secretary of Defense. The Command, in turn, will be responsible to command assigned forces and to task supporting forces and Defense Agencies. The Command will be responsible for establishing the command and control (C2) capabilities necessary to execute the battle management functions associated with these responsibilities.

Strategic Command also will have responsibilities associated with operational planning for its missions, along with training, and evaluating force readiness. These responsibilities will be especially important in these emerging mission areas where proven concepts of operations have not yet been established and tested. The Commander will be responsible for establishing a "learning-by-doing" approach for testing and evaluating operational concepts and plans under the most realistic possible simulated conditions.

Both global and regional operations will require extensive, and well-understood, relationships among the Combatant Commands, the Service Component Commands, and the Defense and Intelligence Agencies. A number of essential relationships are identified in the second panel of Table 2. These relationships must be clearly established at the time the new missions are assigned to Strategic Command. (DoD's Definitions are provided in Attachment A.)

Foremost will be the relationship of Strategic Command with the Regional Commands. As a general principle, the Regional Commanders should continue to be assigned any assets that fit within their areas of responsibility, and Strategic Command should only be assigned assets that support global integration, or cannot sensibly be associated with any particular Regional Command. Integration will require extensive coordination in developing concepts of operations, rules of engagement, and command relationships. Integration and interoperability will support global missions; they also will enable Regional Commanders to draw on support from Strategic Command in conducting theater operations. These supporting/supported relationships will evolve as experience is gained and new technologies are deployed. As discussed in the following section, the authority to redefine relationships as necessary to field future operational capabilities also will be essential.

Forging relationships that will enable near-real-time collaboration across the Services, Defense Agencies, and Intelligence Community will present a significant challenge for Strategic Command. Highly responsive capabilities will require well-established concepts of operations, roles, and tasking relationships to be put in place in advance of any actual operation. These relationships should be underscored through operational planning, by extensive exercises, as well as through a comprehensive readiness reporting system.

Table 2: Operations

Responsibilities	
• Inform & respond to SECDEF and President via CJCS • Command assigned forces; task supporting forces • Establish mission command and control (C2) • Command/task mission intelligence, surveillance and reconnaissance assets • Intelligence fusion & assessments, & targeting	• Prepare contingency plans • Prepare crisis action plans • Coordinate planning with supported or supporting commands, Joint Staff, Defense Agencies • Conduct exercises • Evaluate preparedness of assigned forces, Defense Agencies, and other support

Essential Organizational Relationships		
Organization	**Strategic Command Role / Relationship**	**Comment**
Regional Combatant Commands	Supported Command Supporting Command Coordination	Strategic Command is supported for nuclear operations Strategic Command will normally support Regional Commanders for Space, Global Strike, and IO ops At the Secretary of Defense's direction, Strategic Command could assume tactical control of assets for a specific mission Strategic Command will coordinate the integration of operational plans among the Combatant Commanders in its assigned mission areas
Assigned Component Commands: Designated assets of: – AF Space Com. – Air Combat Com. –Air Mobility Com. -- Pacific Fleet; Atlantic Fleet. – Army Space & Missile Com. – Navy Space Com.	COCOM	Strategic Command will exercise Combatant Command authority over designated operational units within the assigned commands
Joint Target Planning Support Element (JWAC, CMSAs)[5]	COCOM	Strategic Command will consolidate existing intelligence fusion, planning, and targeting activities for its assigned mission areas
SJTF Global Strike, IO & Missile Defense	COCOM	Integrated operations will be performed through a standing joint task force
JTF-Computer Network Operations	COCOM	Integrated computer attack and defense will be performed through a standing joint task force
Joint Information Operations Center (JIOC)	COCOM	Strategic Command will provide full-spectrum IO support to Combatant Commands to include integrated IO strategy and planning
Defense Agencies (DISA)	Supported Command Pre-arranged tasking authority)	Strategic Command will task the Defense Agencies under pre-arranged tasking agreements
Intelligence Community (DIA, NIMA, NSA, NRO)	Supported Command Pre-arranged tasking	Strategic Command will selectively task intelligence sources under pre-arranged tasking mechanisms

---

[5] The Joint Staff working group recommends neither the creation of a Joint Target Planning Support Element nor the assignment of the Joint Warfighting Analysis Center (JWAC) or the Cruise Missile Support Activity (CMSAs) to the new Strategic Command.

Strategic Command will require additional resources in key supporting elements. The Commander should have the discretion to decide on the appropriate structures for organizing these capabilities. The main areas include:

- Joint Target Planning Support Element: This element would be formed through the consolidation of existing activities, to include the current strategic planning staff, the Joint Warfighting Analysis Center, and the Cruise Missile Planning elements. It would be responsible for tasking ISR assets, for the fusion and assessments of ISR information, and for collaborative effects-based targeting. This element would work in collaboration with the Regional Commands and would provide support as requested for planning and executing regional war plans.
- Joint Task Force – Computer Network Operations: This JTF now exists under USSPACECOM and will move to Strategic Command this October. Fulfilling the assigned IO mission will require a major enhancement in CNA authorities and capabilities.
- An IO Integration and Coordination Element, e.g., a Joint Operational Fusion Center for IO Analysis within the JIOC: The mission review finds this is an important new function that is needed to achieve more effective and cohesive IO capabilities through the fusion of the diverse products of the Joint Warfare Analysis Center (JWAC), the Human Factors Analysis Center (HFAC), and the Electronic-Space Analysis Center (E-Space). This element represents a new-start capability requiring an initial staff of up to 28.
- Standing Joint Task Forces will be formed to coordinate the operations of the assigned Component Commands. This activity also will require additional staff.

Strategic Planning and Policy

Although most of the day-to-day work toward creating new technical capabilities will be done in the Military Departments or Defense Agencies, the Strategic Command must provide leadership for shaping the strategic direction of these mission areas. Its key responsibilities include shaping the concept of operations, rules of engagement, and command relationships. The Command's strategic planning responsibilities are summarized in Table 3.

The challenge in developing a concept of operations for these global mission areas is exemplified by ballistic missile defense. The envisioned integration and interoperability have global, multi-regional, and multi-national aspects. If it meets the vision of a global capability as expressed by the President and the SecDef, a regional Combatant Commander could be required to engage missiles directed at another theater, to include North America. This requires a concept of operations that is flexible enough to adapt to changes in available assets and the system performance of each asset – some of which vary from hour to hour depending on the relative location of the launch and the defense asset – as well as uncertainties regarding the capabilities of opponents' systems. Further, the concept of operations must include the possibility of attack missions to neutralize launch sites and may, at some point, include space-based assets that can engage globally. It also would

encompass Strategic Command's responsibility for global enablers – space-based sensors, connectivity, battle management support, and others.

Table 3: Strategic Planning and Policy

Responsibilities	
- Architect for mission concept of operations - Advise CJCS, SecDef, and President on force assignments - Advise CJCS, SecDef, and President on command relationships, tasking, delegation, and rules of engagement	- Advise on policy and political military matters relating to the mission - Support coalition planning

Essential Organizational Relationships		
Organization	**Strategic Command Role / Relationship**	**Comment**
Regional Combatant Commands Service Major Commands Assigned Component Command	Coordinator	Strategic Command's responsibilities encompass creating the operational concept for its assigned mission areas. This will entail collaborating with the Combatant Commands, Service Major Commands, and Assigned Component Commands in defining concepts of operations, command and tasking relationships, and rules of engagement
Planning support:[6] JTAMDO JTF-CNO JWAC JIOC	COCOM	Consistent with Strategic Command's responsibilities for establishing concepts of operations, it will consolidate existing strategic planning activities for its mission areas
Joint Staff	Coordinator	Strategic Command will coordinate with the Joint Staff in supporting the Joint Strategic Planning System

The Strategic Command, and the Regional Commanders, will need to review operational command relationships and rules of engagement as experience is gained and technical capabilities continue to advance. The Strategic Command, working in collaboration with the Joint Staff, should have a strong voice in advising the Chairman of the Joint Chiefs of Staff, the Secretary of Defense, and the President on future revisions to the Unified Command Plan, the Forces-For Documents, and the Joint Strategic Capabilities Plans.

Fulfilling its responsibilities as the strategic planner for its assigned missions will require Strategic Command to work in collaboration with the Service Major Commands, the Regional Combatant Commanders, and the assigned Service Component Commands. The authority necessary will derive from the assignment of the missions to the Command.

---

[6] The Joint Staff working groups have not recommended assigning JTAMDO or JWAC to the new Strategic Command.

As noted above, Strategic Command will require extensive resource support for these strategic planning activities. Some support can come from existing planning activities working in related areas, and these activities should be consolidated under Strategic Command.

Force Development

Fulfilling Strategic Command's responsibility to shape the transformation of forces requires linking the Command's strategic plans with DoD's requirements, acquisition, and resource allocation processes.

Established DoD practices provide significant authority for Strategic Command to engage in the requirements, acquisition, and resource allocation processes. (Table 4 provides a brief overview of these authorities.) Combatant Commands have the authority to develop Mission Needs Statements, which are the essential prerequisite for starting major acquisition programs. The Commands also participate in the Joint Warfighting Capability Assessment (JWCA) process, and advise the Vice Chairman in the context of the Joint Requirements Oversight Council (JROC). On the resource allocation side, the Commands have the authority to identify their priorities in their Integrated Priority Lists, and to comment on the proposed programmatic support. The Commands also have the responsibility and authority to review and comment on the programs and budgets of assigned component organizations.

True and enduring structural change, as envisioned by transformation, will require close relationships between Strategic Command and the Service Major Commands with responsibility for the Service POM, budget, and acquisition processes, as well as the Defense Agencies, which also budget for and acquire essential capabilities. Clarifying these relationships is essential to overcome the inherent difficulty that Joint Commands face in competing for resource and organizational support within Service-oriented components. Two actions will assist in establishing the needed relationships. First, the Major Commands with major responsibilities for developing capabilities related to Strategic Command's mission areas should be assigned to the Command. This will provide the Command with insight into, and influence over, the programs and budgets of these Commands.

Table 4: Force Development

Responsibilities	
• Develop mission architecture; define needed mission capabilities & priorities • Propose mission capstone requirements; advise JWCA and JROC on acquisition program requirements • Develop Mission Essential Needs Statements • "Requirements authority" for acquisition programs	• Prepare Integrated Priority List and advise CJCS on resource support for IPL items • Advise CJCS and SecDef on Assigned Component Commands' programs & budgets to meet mission requirements • Coordinate with Joint Forces Command on joint military doctrine, education, and training • Coordinate with Joint Forces Command on developmental experiments

Essential Organizational Relationships		
Organization	**Strategic Command Role / Relationship**	**Comment**
Service Major Commands[7] -- AF Space Com. -- Air Combat Com. -- Air Mobility Com. -- Pacific Fleet; Atlantic Fleet. -- Army Space & Missile Com. -- Navy Space Com.	COCOM "Requirements authority"	COCOM provides Strategic Command with influence over the acquisition programs and resource priorities of the assigned major commands Strategic Command serves as the customer for acquisition programs that provide the joint capabilities supporting its assigned mission areas
Joint Forces Command	Coordinator	Strategic Command is responsible to propose needed experiments, doctrinal development needs, and education and training requirements. JFCOM will support these needs
Joint Staff	Coordinator/ "Requirements authority"	Strategic Command will advise on its mission requirements through its participation in the Joint Warfighting Assessments and the Joint Requirements Oversight Council
Defense Agencies	Supported Command/ "Requirements authority"	Strategic Command serves as the customer for acquisition programs that provide the joint capabilities supporting its assigned mission areas
Missile Defense Agency	Supported Command/ "Requirements authority"	Strategic Command serves as the customer for acquisition programs that provide the joint capabilities supporting its assigned mission areas
JTAMDO	Supported Command/ "Requirements authority"	Strategic Command serves as the customer for acquisition programs that provide the joint capabilities supporting its assigned mission areas

---

[7] The Joint Staff working group recommendations differ as follows: Assign the Navy's Pacific Command and Atlantic Command rather than Fleet Forces Command. Air Combat Command and Air Mobility Command are not assigned; however, their commanders will be STRATCOM's Service component commanders for designated forces.

Second, Strategic Command should be designated as a "requirements authority" in its assigned mission area in order to underscore the Command's relationship as a customer of the Services and Defense Agencies.[8] In conjunction, designated Service Commands and Defense Agencies would act as Executive Agents to provide programming, budgeting, and acquisition program management support for meeting Strategic Command's requirements. Strategic Command would serve as a proponent for these requirements in DoD's planning, programming, and budgeting system, and would serve the formal role of the "requirements authority" in the acquisition process.

The relationship of Strategic Command with Joint Forces Command will require careful attention in order to ensure the two Commands perform complementary force development roles. Both Command's have responsibilities that support transformation, but each has a distinct area of responsibility. In its assigned mission areas, Strategic Command will focus on joint and global capabilities. It therefore will focus primarily on capabilities needed to integrate information flows, decision-making, and tasking across the Services, Combatant Commands, and Agencies in support of global missions. Joint Forces Command is focusing on the effective integration of joint forces operating within a regional theater of operations.

An important area of common interest to these two Commands is in the Joint Forces Command's responsibilities for experimentation, exercises, training, and doctrine. There is much that will need to be learned by Strategic Command in developing and advancing operational concepts. These concepts will need to be explored through experimentation. It is vital, therefore, that DoD's culture of hard-nosed realism be reinforced in these mission areas. The Strategic Command will rely on Joint Forces Command to support these activities in its areas of responsibility.

The resources necessary to support Strategic Command's force development responsibilities will be provided by the assigned Major Component Commands and Defense Agencies. The Command also will need adequate resources to task and coordinate these support efforts, and to engage in the DoD requirements, acquisition, and budgeting processes.

---

[8] In the federal acquisition system, "acquiring activities" are established to meet the needs defined by the "requirements authorities." This separation of powers is intended to provide checks and balances, thus strengthening accountability. Within the Military Departments, there are well-established relationships among these activities. For example, the Air Combat Command is the "requirements authority" for tactical aircraft and the Air Force Materiel Command is the "acquiring activity." Comparable relationships will need to be established between the new Strategic Command and the Military Departments, Defense Agencies, and the Intelligence Community for developing and acquiring the unique capabilities necessary to perform Strategic Command's global missions; in particular, global command and "requiring activities" and "acquiring activities" that will develop the systems necessary to perform its missions.

Next Steps

The focus of this White Paper has been on the external decisions that will be needed to provide Strategic Command with the resources and organizational support necessary to perform its assigned missions. Internal organizational matters are not dealt with, as these are within the purview of the Combatant Commander. The paper describes the essential external decisions relating to:

- Defining the mission
- Establishing essential authorities
- Establishing essential organizational relationships
- Providing adequate resources

This paper outlines an approach to provide sufficient resources and authority for Strategic Command to accomplish its mission. Because the vision outlined here may conflict with the expectations of other organizations that will be affected, many specific matters will continue to require coordination. Some of the key areas that will need attention as the specific language of charters and directives is being developed include:

- Assignment of Service Component Commands and the role of Strategic Command as a "requirements authority"
- Tasking and requiring relationships with the Defense Agencies and Intelligence Community
- The allocation of responsibilities for transformation with Joint Forces Command
- Transfers of existing supporting elements (e.g. JTAMDO, and JWAC) to Strategic Command
- Strategic Command resource requirements.

APPENDIX A

DoD Definitions of Organizational Roles and Relationships

COCOM	Nontransferable command authority established by title 10, US Code, Section 164, exercised only by commanders of unified or specified Combatant Commands unless otherwise directed by the President or the SECDEF. Combatant Command (command authority) cannot be delegated and is the authority of a Combatant Commander to perform those functions of command over assigned forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction over all aspects of military operations, joint training, and logistics. COCOM should be exercised through the commanders of subordinate organizations, normally through subordinate joint force commanders and Service and/or functional component commanders. Operational control (OPCON) is inherent in COCOM.
OPCON	Command authority that may be exercised by commanders at any echelon at or below the level of COCOM. OPCON is inherent in COCOM and may be delegated within the Command. OPCON is the authority to perform those functions of command over subordinate forces involving organizing and employing commands and forces, assigning tasks, designating objectives, and giving authoritative direction necessary to accomplish the mission. OPCON should be exercised through the commanders of subordinate organizations, normally through subordinate joint force commanders and Service and/or functional component commanders. OPCON does not, in and of itself, include authoritative direction for logistics or matters of administration, discipline, internal organization, or unit training.
TACON	Command authority over assigned or attached forces or commands, or military capability or forces made available for tasking, that is limited to the detailed direction and control of movements or maneuvers within the operational area necessary to accomplish missions or tasks assigned. Tactical control is inherent in operational control. Tactical control may be delegated to, and exercised at any level at or below the level of Combatant Command. Tactical control provides sufficient authority for controlling and directing the application of force or tactical use of combat support assets within the assigned mission or task.

DRAFT   2/27/2003

COORDINATING AUTHORITY	(DoD) A commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more Military Departments, two or more joint force components, or two or more forces of the same Service. The commander or individual has the authority to require consultation between the agencies involved, but does not have the authority to compel agreement. In the event that essential agreement cannot be obtained, the matter shall be referred to the appointing authority. Coordinating authority is a consultation relationship, not an authority through which command may be exercised. Coordinating authority is more applicable to planning and similar activities than to operations.
EXECUTIVE AGENT	(DoD) A term used to indicate a delegation of authority by the Secretary of Defense to a subordinate to act on the Secretary's behalf. An agreement between equals does not create an executive agent. For example, a Service cannot become a Department of Defense executive agent for a particular matter with simply the agreement of the other Services; such authority must be delegated by the Secretary of Defense. Designation as executive agent, in and of itself, confers no authority. The exact nature and scope of the authority delegated must be stated in the document designating the executive agent. An executive agent may be limited to providing only administrative and support or coordinating common functions, or it may be delegated authority, direction, and control over specified resources for specified purposes. Also called EA. See also agent.
REQUIREMENTS AUTHORITY	For each "Acquisition Program," there is a "Requirements Authority" who has responsibility for overall requirements definition and validation. Each Acquisition Program is a "directed, funded effort designed to provide a new, improved, or continuing…serve capability in response to a validated operational or business need." It is the responsibility of the acquisition system to translate user needs (expressed by the Requirements Authority in terms and in detail that is appropriate to the particular action) into "reliable and sustainable systems" or services "that provide capability to the user."
ASSIGNED FORCES	Those forces and resources that have been placed under the Combatant Command (command authority) of a unified commander by the Secretary of Defense in his "Forces for Unified Commands Memorandum." Forces and resources so assigned are available for normal peacetime operations of that Command.
APPORTIONED FORCES	Those forces and resources assumed to be available for deliberate planning as of a specified date. They may include those assigned and those expected through mobilization and those programmed. They are apportioned by the JSCP.

ALLOCATED FORCES	Those forces and resources provided by the President or Secretary of Defense for execution planning or actual implementation. The allocation of forces is accomplished through procedures established for crisis action planning.
SUPPORTED COMMAND (Tasking Authority)	(DoD) 1. The commander having primary responsibility for all aspects of a task assigned by the Joint Strategic Capabilities Plan or other joint operation planning authority. In the context of joint operation planning, this term refers to the commander who prepares operation plans or operation orders in response to requirements of the Chairman of the Joint Chiefs of Staff. 2. In the context of a support command relationship, the commander who receives assistance from another commander's force or capabilities, and who is responsible for ensuring that the supporting commander understands the assistance required. See also support; supporting commander.
SUPPORTING COMMAND	(DoD) 1. A commander who provides augmentation forces or other support to a supported commander or who develops a supporting plan. Includes the designated Combatant Commands and Defense Agencies as appropriate. 2. In the context of a support command relationship, the commander who aids, protects, complements, or sustains another commander's force, and who is responsible for providing the assistance required by the supported commander. See also support; supported commander.
INTEROPERABILITY	The ability of systems, units or forces to provide services to and accept services from other systems, units or forces and to use the services so exchanged to enable them to operate effectively together
INTEGRATION	(Recommended Definition) The establishment of a) a common concept of operations, architecture, and rules of engagement for performing a mission across all the organizations involved in performing a mission, b) well-understood command relationships among these organizations, and c) interoperable hardware and processes necessary for executing the mission.

REPORT DOCUMENTATION PAGE			*Form Approved* *OMB No. 0704-0188*
Public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing this collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. **PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.**			

1. REPORT DATE (DD-MM-YY) September 2002	2. REPORT TYPE Final	3. DATES COVERED (From – To)	
4. TITLE AND SUBTITLE New Global Missions for Strategic Command		**5a. CONTRACT NO.** DASW01-98-C-0067/DASW01 98 0012	
		5b. GRANT NO.	
		5c. PROGRAM ELEMENT NO(S).	
6. AUTHOR(S) David R. Graham, Study Director		**5d. PROJECT NO.**	
		5e. TASK NO. CA-6-2166	
		5f. WORK UNIT NO.	
7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES) Institute for Defense Analyses 4850 Mark Center Drive Alexandria, VA 22311-1882		**8. PERFORMING ORGANIZATION REPORT NO.** IDA Paper P-3730	
9. SPONSORING / MONITORING AGENCY NAME(S) AND ADDRESS(ES) Joint Staff, J-5 Pentagon Washington, DC 20301		**10. SPONSOR'S / MONITOR'S ACRONYM(S)** JS, J-5	
		11. SPONSOR'S / MONITOR'S REPORT NO(S).	

12. DISTRIBUTION / AVAILABILITY STATEMENT

Approved for public release; distribution unlimited.

13. SUPPLEMENTARY NOTES

14. ABSTRACT

On October 1, 2002, a new Strategic Command will commence operations with responsibility for the combined missions of the current STRATCOM and SPACECOM. During the summer of 2002, the Institute for Defense Analyses supported the Joint Staff in reviewing several emerging and currently unassigned global missions and proposed that the new Strategic Command be assigned responsibility for missile defense, information operations, "global strike," and the global aspects of C4ISR. The focus of this White Paper is on the external decisions that will be needed to provide the Command with a clear mission, and the authority, resources and organizational support necessary to perform the mission. Internal organizational matters are not dealt with, as these are within the purview of the Command.

15. SUBJECT TERMS

Strategic Command, Space Command, Unified Command Plan, Transformation, Missile Defense, Global Strike , Information Operations, C4ISR

16. SECURITY CLASSIFICATION OF:			17. LIMITATION OF ABSTRACT	18. NO. OF PAGES	19a. NAME OF RESPONSIBLE PERSON LTC Alan Mangan, USMC
a. REPORT U	**b. ABSTRACT** U	**c. THIS PAGE** U	UU	24	19b. TELEPHONE NUMBER (Include Area Code) (703) 693-2743